



Association of Bay Area Governments  
Bay Area Air Quality Management District  
Bay Conservation and Development Commission  
Metropolitan Transportation Commission

Joseph P. Bort MetroCenter  
101 Eighth Street  
P.O. Box 2050  
Oakland, CA 94607-4756  
(510) 464-7942  
fax: (510) 433-5542  
tedd@abag.ca.gov  
www.abag.ca.gov/jointpolicy

## JOINT POLICY COMMITTEE — REGIONAL PLANNING PROGRAM

Date: July 12, 2007

To: Joint Policy Committee

From: Ted Droettboom, Regional Planning Program Director, ABAG-BAAQMD-BCDC-MTC Joint Policy Committee  
Ken Kirkey, ABAG Planning Director

Subject: Applications Received for FOCUS Priority Development Area Designation

---

### Application Summary and Review Process

The FOCUS Priority Development Area (PDA) program is an incentive-based effort to encourage more housing and to improve communities adjacent to transit. It is an initiative of four regional agencies—the Association of Bay Area Governments (ABAG), the Bay Area Air Quality Management District (BAAQMD), the Bay Conservation and Development Commission (BCDC), and the Metropolitan Transportation Commission (MTC)—in partnership with congestion management agencies, transit providers and local governments throughout the Bay Area. FOCUS, which includes Priority Conservation Areas (PCAs) in addition to PDAs, is supported in part by a Regional Blueprint Planning Grant from the State of California.

The ABAG General Assembly on April 19<sup>th</sup> kicked off the application process for PDA designation. Designated PDAs will become eligible for future incentives and other assistance. To be designated as a PDA, an area must be within an existing developed community, be near existing or planned fixed transit (i.e., rail or ferry) or comparable bus service, and have plans to add more housing. Areas not presently meeting all of the three criteria may be designated as *Potential* PDAs and could be eligible for planning assistance.

The deadline for the initial round of applications was June 29<sup>th</sup>. Forty-nine local-government jurisdictions (including some consortia of multiple jurisdictions) have submitted applications. The table beginning on page 3 summarizes these applications and the areas included.

Over the next several weeks, staff with the assistance of a FOCUS Working Group (including local-government, CMAs, transit-agency and stakeholder representatives) will be analyzing these applications to determine eligibility and to sort them into PDA and Potential-PDA categories. A variety of statistical and descriptive information on each area will also be collected and summarized. We anticipate many clarifying discussions with applicants over the summer and into the early fall.

Recommendations for PDA designation will be reviewed with the Joint Policy Committee at its September meeting and be presented for information at the joint ABAG/MTC Fall Forum in October. They will then go to the November meeting of the ABAG Executive Board for formal adoption.

### Emerging Policy and Procedure Issues

Staff is impressed and encouraged by the number and quality of applications we have received for PDA designation—particularly given the uncertain, evolving nature of future incentives. It is clear that many jurisdictions are committed to growing in a more sustainable, resource-conserving way, want to achieve more livable and walkable communities, are committed to addressing the region's housing scarcity and affordability problems, and see the need for improving transportation efficiency by generating fewer and shorter automobile trips. Many are responding positively to the global-warming challenge ahead of us all.

We are just beginning our detailed review of individual applications, and it is too early to draw firm conclusions. However, on the basis of what we have seen so far and in the context of a very positive general direction, we anticipate that the interface of local and regional objectives will bring a number of important issues to the fore. These will become particularly significant during the second-stage competitive part of the PDA process when incentives are identified and allocated. We suspect that the JPC will be called upon to consider and resolve a host of weighty questions over the next several months. The JPC work program will be moving very quickly from lofty aspirations and general ideas to substantive and specific decisions.

One question of both policy and procedure requires immediate resolution. This concerns the requirement for local-government legislative resolutions supporting PDA applications.

FOCUS is intended to be partnership among regional agencies and local governments, acknowledging that local governments retain the land-use planning and development control powers required to make Priority Development Areas work. To ensure that the responsible local governments have bought into the PDA concept and are aware of their potential obligations under that process, we have required that applications be accompanied by a council or board resolution. Resolutions may follow the applications, but are due by September 7<sup>th</sup> for the 2007 round of PDAs.

At least two applicants, both representing consortia of local governments, have indicated their desire not to submit resolutions from individual local governments. These are the Santa Clara Valley Transportation Authority (VTA), which has submitted a consolidated application for its Cores, Corridors, and Stations (CCS) concept, and the San Mateo City/County Association of Governments (C/CAG), which has submitted an application for the El Camino Real Corridor. Both organizations have argued that the uncertain benefits of PDA designation do not justify the work required to obtain resolutions from a multiplicity of individual jurisdictions. As well, VTA contends that it has an extant body of resolutions from a few years ago agreeing to the CCS concept, and C/CAG argues that all its members are committed to the El Camino through participation on C/CAG Board and in the planning process.

We are sympathetic to the VTA and C/CAG positions, particularly given the evolving specificity of FOCUS incentives. However, we are also uncomfortable in proceeding to PDA designation without the current and explicit agreement of the responsible local government having land-use authority. A local elected official, caught unaware of the designation could quite justifiably complain about another “top-down regional process.” There is also a potential for resentment from those local governments who have gone through the trouble of obtaining council or board resolutions.

Staff is seeking the JPC’s guidance as to how to deal with collective applications which are not accompanied by resolutions from the constituent local land-use authorities. Options are:

1. To accept a resolution from the applicable Congestion Management Agency (CMA), as a federation of the relevant land-use authorities;
2. To require the CMA to provide all included local governments with an explicit opportunity to opt out of the collective application, to ensure that these governments are aware and have taken a conscious decision;
3. To accept confirming letters from the chief executive officers (i.e., city managers or county administrators) in lieu of council or board resolutions;
4. To designate all areas without local-government resolutions as Potential PDAs (This would make these areas eligible for planning assistance, but would withhold capital incentives until such time as formal resolutions were delivered—i.e., resolutions would be required for tangible rewards. This option might also apply to individual local governments that are unable to provide resolutions at this time.)
5. To continue to require local-government resolutions for all PDA and Potential PDA designations.

These options are submitted for the JPC’s consideration. The Committee may select one or a combination of these options, or it may choose another course of action.

#### **PRIORITY DEVELOPMENT APPLICATIONS RECEIVED (JUNE 29, 2007)**

	<b>Jurisdiction</b>	<b>County</b>	<b>Area(s)</b>
1.	City of Berkeley	Alameda	Adeline Avenue Downtown San Pablo Avenue South Shattuck Avenue (Dwight to Ward Street) Telegraph Avenue (Parker to City border) University Avenue (3 <sup>rd</sup> to Martin Luther King)
2.	City of Dublin	Alameda	Dublin Transit Center Planning Subarea Town Center Planning Subarea West Dublin BART Specific Plan Area
3.	City of Fremont	Alameda	Central Fremont Centerville Irvington

	<b>Jurisdiction</b>	<b>County</b>	<b>Area(s)</b>
4.	City of Hayward	Alameda	Cannery Downtown South Hayward BART
5.	City of Livermore	Alameda	Downtown Specific Plan Area
6.	City of Newark	Alameda	Newark Dumbarton TOD Old Town
7.	City of Oakland	Alameda	Oakland Priority Development Area encompassing a one-half mile radius around BART stations and the area within one quarter mile of major transportation corridors in and along the BART tracks and the AC Transit routes on major arterials like San Pablo Avenue, Telegraph Avenue and International Boulevard that connect to regional transportation corridors
8.	City of Pleasanton	Alameda	Hacienda Business Park
9.	City of San Leandro	Alameda	Downtown TOD Bay Fair BART Transit Village East 14 <sup>th</sup> Street
10.	City of Union City	Alameda	Intermodal Station District, Pacific States Steel Corporation remediation site, and Shelton
11.	County of Alameda	Alameda	Urban unincorporated area of Alameda County
12.	City of Antioch	Contra Costa	Hillcrest eBART Station Focus Area Rivertown Focus Area
13.	City of Concord	Contra Costa	Former Concord Naval Weapons Station
14.	City of El Cerrito	Contra Costa	San Pablo Avenue
15.	City of Hercules	Contra Costa	Central Hercules Waterfront District
16.	City of Lafayette	Contra Costa	Downtown Redevelopment Area
17.	City of Martinez	Contra Costa	Downtown Intermodal District
18.	City of Oakley	Contra Costa	Planning Area I, Employment Focus, located in northeast corner of city Planning Area II, Downtown Focus, located in center of city Potential Planning Area A, located along Highway 4 towards the southern most part of the city
19.	City of Pittsburg	Contra Costa	Downtown Railroad Avenue eBART
20.	City of Pleasant Hill	Contra Costa	Buskirk Avenue Corridor Diablo Valley College Bus Transit Center
21.	City of Richmond	Contra Costa	Central Richmond

	<b>Jurisdiction</b>	<b>County</b>	<b>Area(s)</b>
			South Richmond
22.	City of San Ramon	Contra Costa	City Center
23.	City of Walnut Creek	Contra Costa	Core area including BART station
24.	County of Contra Costa	Contra Costa	Contra Costa Center – Pleasant Hill BART Downtown El Sobrante
25.	County of Contra Costa with the City of Richmond	Contra Costa	North Richmond
26.	County of Contra Costa with the City of Pittsburg	Contra Costa	Pittsburg-Bay Point BART
27.	Town of Moraga	Contra Costa	Moraga Center
28.	West Contra Costa Transportation Advisory Committee	Contra Costa	San Pablo Avenue
29.	County of Marin	Marin	Urbanized 101 corridor
30.	City and County of San Francisco	San Francisco	Bayview/Hunters Point Shipyard/Candlestick Point Downtown Transit Core Mission Bay Eastern Neighborhoods (Mission, SOMA, Central Waterfront, Potrero/Showplace) Better Neighborhoods (Balboa Park and Market-Octavia) Port of San Francisco Properties Transbay Treasure Island Visitation Valley / Executive Park
31.	City of Daly City	San Mateo	Mission BART Bayshore Neighborhood
32.	City of Menlo Park	San Mateo	El Camino Real Corridor and Downtown
33.	City of Milbrae	San Mateo	Milbrae Station Area
34.	City of Redwood City	San Mateo	Downtown Precise Plan Area
35.	City of San Bruno	San Mateo	San Bruno Transit Corridors Area
36.	City of San Carlos	San Mateo	Railroad Corridor
37.	City of San Mateo	San Mateo	Downtown
38.	City/County Association of Governments	San Mateo	El Camino Real in Menlo Park, Redwood City, San Carlos, Belmont, San Mateo, Burlingame, Milbrae, San Bruno, South San Francisco, Colma, Daly City and San Mateo County
39.	City of Campbell	Santa Clara	Central Campbell
40.	City of Palo Alto	Santa Clara	California Avenue Pedestrian Transit-Oriented District California Avenue/El Camino Real

	<b>Jurisdiction</b>	<b>County</b>	<b>Area(s)</b>
41.	City of San Jose	Santa Clara	Central and North San Jose Consolidated Area
42.	Valley Transportation Authority	Santa Clara	Cores, corridors, and stations in Santa Clara County
43.	City of Fairfield	Solano	Jefferson North Texas Train Station West Texas
44.	City of Vallejo	Solano	Waterfront and Downtown
45.	City of Cloverdale	Sonoma	Downtown SMART Transit Station
46.	City of Petaluma	Sonoma	Central Petaluma – Turning Basin / Lower Reach
47.	City of Rohnert Park	Sonoma	Sonoma Mountain Village
48.	City of Santa Rosa	Sonoma	Downtown Station Area Specific Plan Area
49.	City of Sebastopol	Sonoma	Nexus Area